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## **MISSOURI ALL-HAZARD EMERGENCY PLANNING GUIDANCE**

### **Preface**

This “Missouri All-Hazard Emergency Planning Guidance” was created by the State Emergency Management Agency (SEMA) to assist counties and municipalities in the development and maintenance of their all-hazard emergency operations plans (EOPs). This guidance is not to be considered all-inclusive and will be modified periodically by SEMA as necessary.

This document is the result of the new FEMA philosophy allowing the states to have more freedom in their emergency management programs and is consistent with FEMA’s new “Guide for All-Hazard Emergency Operations Planning”.

The previous planning guidance used by SEMA included FEMA’s CPG 1-8 (“Guide for the Development of State and Local Emergency Operations Plans”) and CPG 1-8a (“A Guide for the Review of State and Local Emergency Operations Plans”), both of which have been rescinded by FEMA. (These FEMA documents have now been replaced by the “Guide for All-Hazard Emergency Operations Planning”.) However, many of the items included in this new state guidance originated from these documents, as well as the recommended planning format. Also, the information in this guide complements the State of Missouri’s Emergency Operations Plan and the Federal Response Plan in terms of format and content.

### **Purpose**

The purpose of this guidance is to help local jurisdictions and the State of Missouri ensure that their EOPs meet fundamental planning requirements. The planning items identified in this guidance are the basic elements that SEMA recommends all EOPs should include in order to be a well-rounded plan. Additional items can be included in the EOP, but these are left to the discretion of the jurisdiction. This document will be used as SEMA’s standard measurement tool when reviewing and assisting in the updating of all EOPs.

### **Intended Audience**

This document is designed to be used by state and local governments (counties, municipalities, fire protection districts, etc.) involved in emergency planning. However, other entities/facilities (i.e., colleges, schools, hospitals, nursing homes, businesses, etc.) can use this guidance, but they should be aware of any specialized planning requirements not covered in this guide.

### **Significant Changes**

Most of the items found in this document originated from CPG 1-8a, while others were included by SEMA. Among the significant changes in this document versus CPG 1-8a, is the inclusion of the specific hazardous materials planning requirements from SARA Title III. Another major change is the merging of the Hazardous Materials and Radiological annexes into one annex. Finally, terrorism is also specifically addressed in this planning guide.

Included in this guidance are the nine (9) “shall” required hazardous materials planning items from SARA, Title III, Section 303. These nine items are specially designated in the Hazardous Materials section of this guidance.

The Hazardous Materials and Radiological Incidents sections were merged together in this guidance because SEMA views radiological materials as hazardous materials, and therefore, should be covered under the same annex.<sup>1</sup> There are two options a local jurisdiction has regarding its hazardous materials response plan and its all-hazard EOP. The jurisdiction -- through its Local Emergency Planning Committee (LEPC) -- can develop a stand-alone hazardous materials plan that is not part of the all-hazard EOP, or they can develop a hazardous materials plan that is an actual annex to the all-hazard EOP.

If a jurisdiction develops a stand-alone hazardous materials plan, only the radiological portion would be included in the Hazardous Materials annex (see below, “Plan Development”), but a reference to the stand-alone plan would be made in the all-hazard plan. However, should the jurisdiction decide to include an annex in the EOP as its hazardous materials plan, the radiological incident information would be included as an appendix.

Specific planning consideration items for terrorism incidents have been added to the checklist. These items are located throughout the checklist and are printed in boldface.

## **Plan Development**

When developing a local EOP, SEMA recommends that a team-approach be used rather than an individual person developing a plan alone. By using the team-approach, all persons who have a role in the plan would be involved in the planning process from the beginning, rather than finding out about their role(s) after the plan has been written.

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<sup>1</sup>The new radiological incident information has been updated to include any type of radiological incident, not just nuclear attack. However, nuclear power plant planning requirements are not included in this document because those plans are developed separately from the local emergency operations plans for counties which surround the Cooper Nuclear Station and the Callaway Nuclear Power Plant.

The planning team should consist of the local jurisdiction's chief elected officials, department heads, and representatives from the various emergency services (law enforcement, fire, rescue, and medical/ambulance), volunteer organizations (local Red Cross, Salvation Army, local ministerial alliance, etc.), and other private sector representatives (business, industry, schools, etc.). One group that consists of these representatives is the LEPC, which was established under SARA, Title III.

If your jurisdiction has an active LEPC, this would be an ideal group to utilize for guidance and assistance in developing or revising your all-hazard EOP.

An all-hazard functional plan is recommended by SEMA. By all-hazard, we mean a plan that can be used for any type of disaster (i.e., tornado, earthquake, flood, etc.), rather than have a separate plan for each hazard. This all-hazard plan then would be developed under a functional approach. That is, the plan would contain the various functions that would be required in an emergency situation, regardless of the hazard involved. The recommended functions to be included in the plan are:

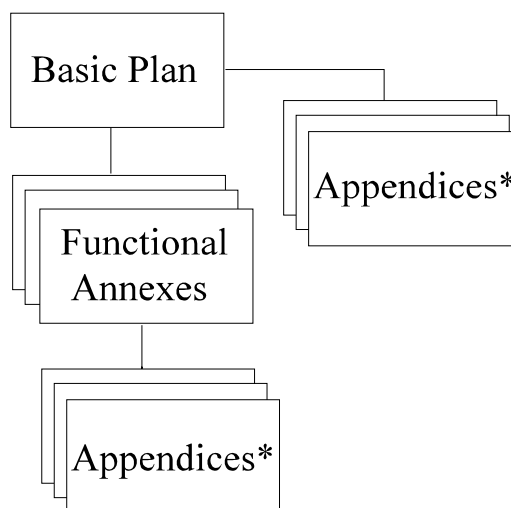
- \*Direction and Control
- \*Communications and Warning
- \*Emergency Public Information
- \*Damage Assessment
- \*Law Enforcement
- \*Fire and Rescue
- \*Resource and Supply
- \*Hazardous Materials (includes Radiological Incidents)
- \*Public Works
- \*Evacuation
- \*In-Place Shelter
- \*Reception and Care
- \*Health and Medical

(See the attachment to this preface for the definitions of each of these functions.)

The above-mentioned functions are not to be considered an all-inclusive list and some that are joined could be developed as separate functions (i.e., Communications, Warning). The functions listed above should be developed as separate annexes to the EOP, and should be generated by those individuals who have a role/responsibility for that function.

Therefore, the plan format recommended by SEMA would consist of a Basic Plan (which establishes the purpose of the plan, general operations, responsibilities, legal basis, etc., as well as a local hazard analysis), functional annexes, and appendices (hazard-specific standard operating guides). For further information, see FEMA's SLG 101 "Guide for All-Hazard Emergency Operations Planning".

# All-Hazard Plan



\* Appendices can include charts, maps, diagrams, call-up lists, resource lists, etc.

It is important to note that emergency management planning is always a continuous process. That is, once the plan is written it should be tested by an exercise and any changes that are necessary to the plan need to be made then. Thereafter, it is recommended that these plans be tested (either by an exercise or a real emergency), reviewed, and updated annually by the jurisdiction.

## **Authorities and References**

Federal Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended

Federal Public Law 99-499, SARA, Title III

Presidential Decision Directive 39 (PDD-39), U.S. policy on counter terrorism

FEMA's "Guide for All-Hazard Emergency Operations Planning", SLG 101

Revised Statutes of Missouri, Chapter 44, as amended

Revised Statutes of Missouri, Chapter 292, Sections 600-625, "Community Right to Know"

Missouri Code of State Regulations, Title 11, Division 40, Chapter 4, "General Organization of the MERC"

## **Attachment**

### **Description of Functional Annexes**

#### **Direction and Control**

In this functional annex, a centralized management center -- Emergency Operations Center (EOC) -- is used to facilitate coordination and control of responding agencies in an emergency/disaster situation. This function is responsible for obtaining and analyzing emergency management information for decision-making purposes. Alternate EOCs, mobile EOCs, and on-scene command posts are discussed here also.

#### **Communications and Warning**

These functions can be addressed either in separate annexes or together. Communications deals with establishing, using, maintaining, augmenting, and providing back-up for all modes of communication needed for emergency/disaster situations. Warning consists of establishing, using, and augmenting the various warning systems to disseminate warning information to appropriate governmental officials and the general public in a timely manner.

#### **Emergency Public Information**

The goal of this functional annex is to increase public awareness of hazards and to provide active channels for informing and advising the general public on appropriate actions before, during, and after an emergency/disaster. This annex should provide for effective collection and dissemination of information to control rumors and to minimize dysfunctional public responses. Procedures for developing emergency public information materials should be addressed, as well as the procedures used for dealing with the media in an emergency/disaster.

#### **Damage Assessment**

This functional annex addresses the procedures used for performing effective damage assessments (i.e., collecting, distributing, and analyzing damage information). It may also include a description of the various types of disaster assistance that could become available to the jurisdiction, as well as for the procedures to obtain this assistance.

#### **Law Enforcement**

The purpose of this functional annex is to maintain civil order under emergency/disaster conditions. Specific procedures and resources should be addressed to accomplish this mission. This annex should also address terrorism incidents, as law enforcement will be the lead in responding to this type of incident.

### Fire and Rescue

These functions may be addressed separately or together in one annex. The Fire function addresses the procedures and resources required to maintain fire prevention and firefighting capabilities under emergency/disaster conditions. The Rescue function addresses the procedures and resources necessary to perform search and rescue activities in the aftermath of a disaster.

### Resource and Supply

This functional annex involves the coordination and use of personnel, equipment, supplies, facilities, and services needed during an emergency/disaster situation. This annex deals with the receiving, storing, distributing, and tracking of all resources and supplies used, including those which have been donated.

### Hazardous Materials

This annex includes or references the jurisdiction's hazardous materials response plan that would be used in situations involving hazardous materials accidents. (Requirements for this plan are found in Federal Public Law 99-499, SARA, Title III.) Also included in this annex should be an appendix addressing the procedures and resources available for a peace-time radiological incident.

### Public Works

The Public Works annex addresses the emergency response capability for engineering, constructing, repairing, and restoring essential public facilities and services, including critically important utilities that may be under the control of private business. Of particular importance are debris removal, safety inspections of damaged structures, and restoration of essential services.

### Evacuation

The purpose of this functional annex is to relocate people to safe areas when an emergency or disaster necessitates such an action. This annex should identify areas likely to be evacuated, safe destinations, and procedures for moving these people to safe areas and for their return.

### In-Place Shelter

In-Place Shelter is used by a jurisdiction in an emergency/disaster situation to protect residents when it would not be safe for them to leave their current locations. Of particular importance to this function, is the distribution of emergency public information detailing proper in-place shelter instructions.



### Reception and Care

Reception and Care is a function that a jurisdiction would use in an emergency/disaster that would provide shelter and/or feeding facilities to victims who had to be evacuated from their homes.

### Health and Medical

This function addresses providing medical care in emergency/disaster situations. The annex should describe procedures for augmenting and mobilizing medical resources, including those that would be required for mass casualty situations. Triage, patient care, public health, and crisis counseling should also be addressed in this annex.